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Programs in two southeastern communities were established to develop community resource persons who could facilitate the initiation of comprehensive manpower development and utilization programs. Major problems inhibiting the development of such manpower programs were fragmentation of social welfare program and lack of total community concern and involvement. These problems were considered to be the result, not of indifference, but of the inability to define action roles or to construct a vehicle through which effective action might be carried out. Over a period of 1 year, local leaders representing major components of the community developed the following essential elements of a coordinated community manpower program. First, the program must be fully understood and supported by local leaders. Second, the full-time staff person is necessary to provide continuity and incentive. Finally, local leaders, themselves must determine problems, analyze resources, delineate program and service gaps, define possible courses of action, and identify program responsibility. (Not available in hard copy due to marginal legibility of original document). (CH)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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THE ROLE OF THE COMMUNITY RESOURCE PERSON IN THE ORGANIZATION OF A COORDINATED EDUCATION AND MANPOWER DEVELOPMENT AND UTILIZATION PROGRAM

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Washington, D. C.

November, 1968

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Bureau of Research

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I. SUMMARY

The program described in this report was directed toward the development of community resource persons or catalysts who, through direct involvement and action, could effect changes related to initiation of comprehensive manpower development and utilization programs in two local communities. The cities in which the program was tested were Greensboro and Wilmington, North Carolina. The results, as reported here, are case studies which also offer insight into community organization and citizen action. During the operation of the program, understanding was gained concerning the difficulties of establishing information flow systems related to Section 5 (a) 4 of the Vocational Education Act of 1963.*

In the two communities studied, the overriding problems which inhibited the development of comprehensive manpower programs and the implementation of Section 5 (a) 4 were fragmentation of social welfare programs and lack of total community concern and/or involvement with those programs. In effect, local jurisdiction insofar as defining and solving programs was concerned, had been ceded to social service agencies and in some cases, assumed by the Federal Government through a variety of public agencies which tended to fill the vacuum created by local citizen non-involvement.

Initial forays into the two communities led the researcher to conclude that citizen non-involvement was not a result of indifference as much as inability to define action roles or to construct a vehicle through which effective action might be carried out. This was equally true for individuals and for agencies. The latter institutions, many with a stated goal to "coordinate" and "communicate," tended to fail to provide catalytic force for a variety of reasons. These ranged from staff deficiencies to interagency hostility.

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*Section 5 (a) 4 of the Vocational Education Act of 1963, PL 88-210, relates to "State Plans for Vocational Education." "Sec. 5 (a) A State which desires to receive its allotments of Federal funds under this part shall submit through its State board to the Commissioner a State plan, in such detail as the Commissioner deems necessary, which --"(4) provides for entering into cooperative arrangements with the system of public employment offices in the State, approved by the State board and by the State head of such system, looking toward such offices making available to the State board and local educational agencies occupational information regarding reasonable prospects of employment in

In order to counter these negative conditions, the researcher developed a series of meetings in which local leaders, representing major components of the community, could focus their attention on manpower problems and programs. Through the meetings and continued consultation with individuals in the community for a period of one year, a number of "essential ingredients for success" were discovered.

First, the program as described in this report must be thoroughly understood and supported by local leaders. That is, through individual interviews, key persons in the community must be persuaded to work, be involved and learn. Without such a commitment on their part, especially a willingness to learn, the program will disintegrate or simply result in an endorsement of the status quo.

Second, a full-time staff person is necessary to provide continuity and incentive--particularly to complete the early stages of the program. Details of setting up the program cannot be left to volunteer workers and during initial stages the group assembled to analyze local conditions may require constant staff support in order to provide service in such areas as data collection and organization. Most importantly, a staff person may have to provide the force to continue in the face of disagreement between individuals, frustration over lack of immediate action or when members become overwhelmed at the magnitude of the undertaking. In addition, the staff person has the responsibility for reaching out and including all key representatives of the community who have any relationship with manpower development in order to allow the establishment of a communication network which will afford consideration of all local problems, goals and values.

Finally, in order to lay the proper groundwork for the development of comprehensive manpower programs, the representatives referred to above must themselves determine problems, analyze resources, delineate program and service

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the community and elsewhere, and toward consideration of such information by such board and agencies in providing vocational guidance and counseling to students and prospective students and in determining the occupations for which persons are to be trained; and looking toward guidance and counseling personnel of the State board and local educational agencies making available to public employment offices information regarding the occupational qualifications of persons leaving or completing vocational education courses or schools, and toward consideration of such information by such offices in the occupational guidance and placement of such persons".

gaps, define possible courses of action, and identify program responsibility. This is a long-term process and one which should become an on-going effort in the community. It means that the catalytic agent must seek to create a local counterpart within an existing group or create an organizational structure which can assume permanent existence in the community.

The total process may be seen as one which creates the opportunity and the vehicle for the development of local leadership. At the same time, representatives of local agencies, perhaps heretofore without a means for reaching representatives of certain segments of the community, are provided a forum for displaying their programs and a milieu in which cooperation might be achieved.

II. INTRODUCTION

One of the most distressing elements in American society is the paradox of attempting to address problems which are evident throughout the economic and social structure of the nation's cities, not at the local level but through programs conceived at the Federal Government level. The Congress of the United States has enacted legislation in recent years which has focused directly on this paradox. Among these enactments are: the Area Redevelopment Act of 1961 (P.L. 87-27), the Manpower Training and Development Act of 1962 (P.L. 87-415), the Vocational Education Act of 1963 (P.L. 88-210), the Equal Opportunities Act of 1964 (P.L. 88-252), and the Demonstration Cities and Metropolitan Development Act of 1966 (P.L. 89-754). Although specific objectives and responsibilities of the different acts may be assigned to various Departments in the United States Government, there is, nevertheless, an underlying dimension which permeates these five acts which is focused on poverty and the full and complete development of human resources through local involvement, local jurisdiction, and local initiative. Unemployment and underemployment are defined as broad social problems toward which national, state, and local leaders are expected to direct their attention. But the results have fallen short of expectations.

Although the enactment of such legislation and the ensuing programs generated in fulfillment of their objectives represent a national or federal posture, the ultimate arena of action is the local community. If the national goal is accepted, and if it is to be attained, then ultimately the quality of leadership required for such extended operations must be engendered, organized, and developed at the local level. Such local involvement is not likely to occur in a vacuum. The availability of Federal funds, in and of itself, is not likely to stir community leaders to action. Programs generated by these funds, having been widely acclaimed as solutions, may beget inaction. What is really needed is both a change of affective behavior accompanied by a commitment to action--and the creation of means whereby initiative can be assumed at the local level. There is a need for the development and testing of methods by and through which local leadership may be energized and directed toward the resolution of manpower problems in the community.

This program attempted to address the difficulties that leaders in most American communities face in their efforts to develop meaningful programs related to manpower and training. Many of these difficulties are related to the lack of coordination and communication between various segments of the community such as business and industry, public and private agencies and organized labor--each with a concern and a role to play in the development and utilization of manpower programs and policies.

One possible approach to coordinating community effort and energizing community leadership to action is the introduction of a community resource person, action catalyst, or change agent into the community. The concept of change agent is not new if one considers the rural extension agent. Lionberger in 1960 analyzed the adoption of research in farm practices with direct references to the roles of extension agents.[1]

Numerous studies have also dealth with community action--from the formation of citizens groups established to meet crises situations to such efforts as institutional programs designed to educate and organize citizens toward constructive participation in civic affairs.

In order to bring about cooperation and coordination and the necessary communication exchanges (which will allow a full analysis of local problems, programs and resources, and the detailing of needs) the change agent must endeavor to catalyze an action-oriented citizens group composed of leaders who represent business and industry, public and private agencies and organized labor. He must become involved in the workings of the community acting as a middleman, a consultant, and sometimes in an unofficial staff capacity.

Concerning the potentialities of this innovation, Cassell and Odell have written a paper about the need for community resource persons. They comment:

> . . .a new breed of community resource person is needed; a person who can bridge the gaps and ameliorate the hostilities; a person who can bring to bear the strongest forces of the community on these problems; a person who understands the structure of communities and has the capacity to tap into the structure to help the community achieve its objectives. This is much more than an information gathering job. Information is needed, but probably of a different nature than that presently being accumulated. Such a person has to have the capacity to build linkages up and down and across the community for the purpose of helping the community to see its own problems and set its own goals.[2]

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[1] Herbert F. Lionberger, Adoption of New Ideas and Practices (Ames, Iowa: Iowa State University Press, 1960).

[2] Frank H. Cassell and Charles E. Odell, United States Employment Service, Bureau of Employment Security, U.S. Department of Labor, "Private Sector Involvement in Manpower Development for the Disadvantaged" (adapted from paper presented to the National Manpower Advisory Committee, Sept.30, 1966).

And Sarason et al. (1966) stated:

> . . . To study and understand the community with the interest of serving it will require a type of personnel that does not exist. Cultural anthropology, sociology, psychology, psychiatry--each of these has a distinct and co-equal contribution to make, but none of these alone combines the knowledge, theories, and skills necessary on the one hand, to study and understand, and on the other hand, to serve (p.648).[3]

The W. E. Upjohn Institute for Employment Research developed the application of this innovative approach through its Manpower Program in Charleston, West Virginia.[4] Refinements of the Charleston experience were carried out in programs in Wilmington and Greensboro, North Carolina. These programs, supported by a grant from the Office of Education, Bureau of Research, are the subject of this report.

These programs were formulated on the general hypothesis that a change agent who is not connected or affiliated with the political, economic, or educational power structure of the community may be in a position to function effectively in organizing groups for action and catalyzing the application of community resources toward resolution of manpower problems. The major goal of the Upjohn program in these communities was the establishment of a foundation upon which action programs might be based--to create a nucleus out of which firm community involvement and support might be gained--which may be formalized into a long-range commitment and operation. Specific objectives of the programs were: (1) to develop procedures and processes through which change agents may be introduced into a community in order to effect a community-based manpower development program; (2) to develop a model by which the major components of a community may be integrated to focus specifically on manpower development; (3) to develop and demonstrate strategies for personal and social involvement of community leaders in manpower utilization programs; (4) to outline an information flow system which would demonstrate in a local community the kinds of informational needs required for effective and efficient manpower program operation; and (5) to produce a manual of operations for the use of other communities and which may be applicable to programs of various government agencies.

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[3] Seymour B. Sarason with Murray Levine, I. Ira Goldenburg, Dennis L. Cherlin and Edward M. Bennett, Psychology in Community Settings: Clinical, Educational, Vocational, Social Aspects (New York: John Wiley & Sons, Inc., 1966).

[4] Henry E. Holmquist, "Citizen Action and Community Problems," Dimensions of Manpower Policy: Programs and Research (Baltimore: Johns Hopkins Press, 1966), pp.215-25.

The change agent was a member of the staff of the W. E. Upjohn Institute for Employment Research. Once the projects were initiated, the change agent devoted approximately four months to the study of each community and to the identification of leaders who were interested in community problems related to manpower programs. The agent, therefore, set the stage and provided the incentive for initial action. The specific course of action, however, was determined by the local citizens group. Through the interaction of the change agent and the citizens, it was possible to develop a more involved, better informed group of lay citizens who desired to undertake new and more effective patterns of communication and exchange of experiences.

The Upjohn projects were based, in part, on the belief that citizens and agency representatives in American communities might avoid the development of organized civil disobedience if a vehicle were provided whereby complex community problems and potential solutions might be aired. Many community leaders recognize the problems exist and that some are reaching crisis proportions. Many feel pressure to become involved; to find solutions. The difficulty seems to arise out of the inability of many individuals to see their role, to understand and become knowledgeable about what resources exist. The role of the change agent is to bridge these gaps.

The rationale for this program is based on several theories. One is related to the process of learning. or cognitive change, which takes place through exposure to new experiences and/or addition of knowledge. Cognitive structure, or the arrangement of the regions of an individual's psychological environment, generally guides performance in the carrying out of every-day activities.

Cognitive mechanisms--thinking, problem solving, learning, creating--operate on acquired information and on what is perceived. Since what is perceived is determined partially by habits of thought and by need, selective perception takes place. Complex social issues therefore, may suffer wide degrees of interpretation and bias as individuals with limited information who are subject to selective perception attempt to think, solve problems and learn.

Whereas the theory of cognitive balance[5] deals with man's tendency to maintain (through selection, interpretation, etc.) an even, organized, comfortable state of mind in relation to new information, experiences and activities, the theory of cognitive dissonance[6] deals with what happens when the addition of new knowledge, etc., makes inroads on that balance and causes individuals or groups (as a result of the change in the cognitive structure) to seek out new kinds of social interaction.

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[5] F. Heider, "Attitudes and Cognitive Organization," Journal of Psychology, 21, 1946, 107-12; also, The Psychology of Interpersonal Relations (New York: Wiley, 1958), passim.

Bringing into being or generating dissonance might be seen as part of a technique to overcome bias, erroneous interpretation, or plain ignorance. Through a program which exposes key local decision-makers to new ideas, analysis of regional data and current urban planning concepts and problems by knowledgeable individuals and the use of an objective catalytic agent to provide initial leadership, dissonance might serve to bring about more enlightened approaches on the part of these community leaders in their attempts to solve urban problems. However, an abrupt and/or abrasive challenge to cognitive balance may serve only to confirm the process which causes rejection of reality in order to maintain balance. Change may well have to take place over a period of time with the individual or group pacing itself. The role of the catalytic offers an opportunity to guide, though not prescribe, new and reality-oriented kinds of interaction.

Here, the Hawthorne Effect[7] comes into play. The catalyst, or change agent, acts as an instrument to motivate the participating group which becomes the vehicle for action. The agent sets the stage (selects participants, calls meetings, initiates and "guides" discussion and assures certain informational inputs) but does not direct nor specify the action to be taken by the group. The participants, over a period of time, assume the task of charting and delineating their own course of action. They cease to be isolated individuals within the community and tend to become associated on an equal basis as persons with common problems and goals.

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[6] L. Festinger, A Theory of Cognitive Dissonance (Evanston, Ill.: Row, Peterson, 1957). Also, L. Festinger and E. Aronson, "The Arousal and Reduction of Dissonance in Social Contexts," Group Dynamics, 2nd Edition, D. Cartwright and A. Zander (Eds.) (Evanston, Ill.: Row, Peterson, 1960), pp.214-31.

[7] From studies of group behaviors at the Hawthorne Works of the Western Electric Company.

III. METHODS

The "treatment" applied in the selected communities consisted of the introduction of a community resource person into the structure of the community who assumed the role of ferreting out, organizing, and coordinating the leadership potential of the community, and establishing an agenda for action. Action in this case focused on utilization of research or of available knowledge related to development of human resources, as seen within the purview of Section 5 (a) 4 of the Vocational Education Act of 1963.

To achieve this goal, the following program was developed.

A. Preliminary Tasks

Step 1: Selection of the Communities. The selection of the communities was accomplished subsequent to the start of the program. Among the demographic factors considered in the selection of the communities were:

a. Population ranging from 50,000 to 150,000.

b. Relatively high level of unemployment, proportion of underemployment, or a noted lack of skilled labor for local and nearby industry.

c. Relatively low level of introduction of new industry.

d. Relatively low investment in programs of training for occupational proficiency and relatively inadequate and insufficient job-training facilities.

e. Relatively low involvement in Federal programs related to manpower and training.

f. Absence of a community action program, manpower development and utilization council, or comparable organization, and relatively low organized effort to attack manpower problems.

Once potential communities were identified, interviews were conducted with key leaders in the community to ascertain their degree of receptivity toward the program. Final selections of the communities were based on meeting the demographic requirements and interest on the part of community leaders to participate in the program.

During the period of demographic data collection, identification of key leaders and interviewing potential participants, the change agent made a concentrated effort to delimit and define the community's social, economic and political structure. Though not identified with any group within that locality, he had to become knowledgeable about conditions and problems, agencies and community organizations, local politics and practices as well as distinctive roles or functions of community members. The change agent is more than a consultant. He must be perceived by the community as an objective agent aware of an concerned with local situations.

Step 2: Selecting members of the Manpower Development and Utilization Commission. Participants were selected on the basis of their concern or involvement with the issue. In the case of manpower, leaders of business, industry, labor and public and private agencies--such as the Employment Service, education, special-purpose programs, and government--are obvious candidates for inclusion in the program. In effect, the program seeks to involve the informal power structure concerned with this issue. The membership was limited to 25 to 30 persons in order to encourage close association and free discussion.

While the change agent assumes responsibility for initiation, organization and continuity of the program, a local chairman is sought to create images of local identification and leadership. In Greensboro, the designation of a local chairman was made before any meetings took place. The individual chosen was a highly respected, retired business executive who is active in local socioeconomic development programs.

In Wilmington, the effort to involve a local person in the chairmanship role failed. No one wished to assume an intense relationship to the program, some stating that they could not or would not be seen as leading or directing this project until they were sure of where it was going. The mix of community representatives invited by the researcher to participate as members of the group appeared to offer associations that no one member would have chosen.

Participation by groups is difficult to describe insofar as Members often represented more than one interest. In Wilmington, leaders of twelve business enterprises were involved, both white and Negro. Some of these men also represented such interests as county government, boards of social welfare agencies, and local economic development associations. Labor, city government, newspapers, a citizens group and two business associations were each represented. Agencies such as Welfare, Employment Security, Community Action Program, and Education (college, technical institute and county schools) were each represented by their respective directors or managers. A total of 25 persons was included.

In Greensboro, fourteen white and Negro businessmen, representative of a wide variety of community interests, participated in the program. City government, local news media, citizens groups, and business associations also were represented. The agencies included those listed above for Wilmington. The total was 31 persons.

The actual interviewing of individuals for the purpose of involving them in the program required at least one hour-long visit per person and sometimes as many as three visits. In addition to outlining the proposed program, the researcher had to be prepared to discuss local conditions and the individual's stake in the welfare of the community. Generally, guidance to specific persons and information concerning them was obtained from their colleagues. All interviewing grew out of original contacts which, in the case of Wilmington, were through the Manager of the Chamber of Commerce and the Director of the CAP. In Greensboro, initial contact was made with the Director of the CAP.

Most persons interviewed, as many as 40 in Wilmington and 50 in Greensboro, responded favorably to the idea and objectives of the program and stated willingness to be involved. However, not all were invited--some being deleted on the basis of academic interest but no direct relationship with the problem. A positive response usually brought about a discussion which could provide the interviewee with insight as to how he could play an effective role in community decision-making regarding manpower program development. No promises were made nor were individuals led to believe that the researcher would provide easy, "packaged" solutions to local problems.

In contrast to positive responses, there were individuals who did not look upon the program with favor. In these cases, before the researcher completed his description, there were reactions such as:

> ". . . We don't need your help, or the help of any outsiders. . .," or
>
> ". . . There are no problems, or at least none which time won't solve. . .," or
>
> ". . . I've had enough to do with do-good programs and have yet to benefit from any. . . ."

One individual, expressing the last reaction, later endorsed and financially supported the continuation of the Greensboro program. Confronted with strong, negative expressions, the researcher generally did not pursue trying to involve the individual.

The preliminary tasks, steps 1 and 2, required four months' work in the two cities with the single staff person working 50 percent of his time during these months in each city.

B. Educational Phase

Step 3: Implementing the Program. The program included two phases--education and action. The educational phase generally might be expected to last six months. This is the role identification, communication, and development of direction stage out of which should evolve an informed group, capable of making judgments and decisions in such areas as the local need for training programs, planning of vocational programs, and better utilization of employment services such as testing, counseling, guidance, placement, and data collection--or the action phase.

The educational phase was not designed to emphasize collection and dissemination of new data so much as analysis of existing data, information and knowledge related to manpower problems and programs, in the effort to educate all participants and provide a basis for discerning action programs. Inputs from various representatives of various sectors of the community were used to illustrate role identification and to develop patterns of communication. The major technique in the initiation of these objectives and the development of the program was a series of day-long sessions held every four to five weeks. Three meetings were held in Wilmington, five in Greensboro. The meetings were not public in nature in order to increase frank discussion. However, general meeting notes were kept. Copies of these notes will be found in the appendix.

In Wilmington the educational phase of the program ceased after three meetings. An analysis of what was learned in this case will be discussed under "Results and Findings."

The Greensboro program completed a series of five meetings during a six-month period which led directly into the action phase of the program. The results of the Greensboro program will also be discussed in the next section of this report.

C. Action Phase

Step 4: Changing Role of the Agent. Following the education phase in Greensboro, Upjohn Institute staff continued to serve as a change agent or consultant in the community helping with the development of action programs as well as providing a continuing, though lessening, catalytic function. The educational phase created local recognition of a continuing need for the group to function and led to the development of a locally funded program which would fulfill this need.

Step 5: Dissemination of Results. Throughout the program, Upjohn Institute staff maintained detailed notes as to the events taking place. The notes form the basis of this report which is designed to provide a guide or blueprint which other communities might adopt in their effort to address manpower and education problems.

IV. RESULTS AND FINDINGS

Most programs begin because someone or some group requested the service or consultation. The North Carolina work, however, was initiated by the Upjohn Institute staff person. The State, as a geographical area in which to select two communities, was chosen on the basis of such factors as the recent change in the economic base from agriculture to industry, the general size of communities, and absence of evidence that there have been any long-term efforts to deal with manpower problems.

A variety of communities in the State were visited. Representatives of none had asked for such service. From Psychology in Community Settings, by Saroson *et al*., comes the following related statement on this problem:

> THE THORNIEST PROBLEM
>
> The first and thorniest problem we encountered in implementing the Psycho-Educational Clinic stemmed from several interacting factors. On the one hand, no one was asking for our services, a strange and somewhat amusing situation for clinical psychologists who, like other types of clinician, generally feel overwhelmed by the demands on their time. On the other hand, although we had ideas about the types of setting in which we wanted to become involved and about the kind of help we wanted to render, we were acutely aware that the shape of our activities would be determined by the settings in ways we could not anticipate. We were like salesmen who are not at all sure of what kinds of products they are selling to what kinds of customers. We felt kinship to the anthropologist who, before going to a foreign culture, learns as much about it as possible--knowing full well that when he gets there he will have much more to learn and unlearn.

A number of informational sources and leads to local contacts were available to the researcher. Federal agencies--OEO, Labor, etc.--offer a range of direct experiences with most State and local communities. Wilmington and Greensboro were no exceptions. Therefore, prior to undertaking work in the two cities, the researcher was able to discern some of the persons to be seen, compare his program criteria with known conditions, and generally familiarize himself with the community.

With particular reference to agency directors, most of whom became program participants by virtue of their positions, a great deal can be learned at the federal level about the local agencies and existing programs and services. At the same time, in an effort to ease initial introductions of the catalyst into the community, it was found advisable to obtain "clearance" and the support of State officials representing those agencies to be involved at the local level.

The Wilmington Case (July 1967 - March 1968)

Wilmington was selected as one of the two cities on the basis that it met the criteria established for the program. Population is 65,000, there is a relatively high level of unemployment (over 5 percent June-July of 1967) and a noted lack of skilled labor to meet the demands of existing and emerging industry. This is an area which, from 1960 until 1965, rapidly lost jobs. The economic outlook during that period was poor and worsening until the business community organized to solicit new industry. The effort succeeded in attracting to that area subsidiary plants of several nationwide companies. At that point, according to statements made to the researcher by several local citizens, the business community relaxed its concern, not wishing to "spoil" Wilmington by inducing too many firms to locate here.

While new industry was solicited, little effort was directed at improvement or expansion of local education and training facilities. Training and manpower programs with specific concern for the unemployed and sub-employed do not exist on any large scale and no organized program exists to attack manpower problems.

There were other reasons for selecting Wilmington. Located in the southeastern tip of the State, it is the only community within a large rural area with any characteristics of an urban center. As a contrasting community to the industrial Piedmont area of North Carolina, it was expected to illustrate a different set of conditions and therefore a differing experience for the program. These expectations were fulfilled.

Initial interviews with local civic and public agency leaders in Wilmington aroused an interest and an affirmative reaction to invitations to participate in the proposed Institute program. Most of the 50 persons interviewed readily agreed that a cooperative effort on the part of the total community was needed to improve and upgrade the available work force. Twenty-five were selected to participate. Little local data on employment and training needs was found and training for the unskilled was all but nonexistent. The researcher discovered that agency programs were enmeshed in the personalities of program directors and that in several cases the agencies were rated very good or very bad by local citizens on the basis of popularity of directors rather than on agency merit or its potential for serving the community. The Institute program offered an opportunity to sort out some of these biases and to provide means whereby some persons in the community might be afforded a chance to communicate with other with whom they had not previously established relationships.

The researcher also discovered that to some businessmen a 50-year-old Negro would always be a "boy"; that total community meant "white, non-union"; that "traditional methods" were seen as more important to community welfare than "progressive new approaches." A number of businessmen, upon learning that organized labor would participate, declined to attend meetings; but at the same time they wanted to be kept informed and be helped. At least two were union shop companies. Another businessman, who was also a leader in local government and who sat on the boards of directors of several social welfare programs, publicly announced an urgent need to face the job-integration issue; yet he privately stated he would never hire a Negro.

The Negro community formed 30 percent of the population, yet they held no political offices. Split into three hostile groups, intra-group friction proved an asset to those whites who wished to promote "tradition." Participation in the Institute program by representatives of the Negro community was more disappointing than that of white businessmen. One major leader of the Negro community clearly stated his wish not to associate with whites and declared the program would have to assume a separate but equal stance if he and his colleagues were to be included.

Public agency directors were faithful in their attendance and willingness to participate. Unfortunately, the personality problem mentioned earlier colored the value of various individuals' contributions. For example, the Superintendent of County Schools, and his programs, were found by most participants to be without fault. He was a Wilmingtonian, possessed a doctoral degree and was socially acceptable in the best homes and clubs. When citing evidence during meetings of this program that his school system had major deficiencies in staff, curriculum, budget and ability to service the total population, he was told by other participants that he was too modest, that the schools were excellent, that "problem" students were the result of family and individual deficiencies.

On the other hand, the Director of the Community Action Agency, after 20 years' residency, was not accepted as a Wilmingtonian, nor was he socially acceptable in most, if not all, of the homes and clubs of prominent citizens. He is an outspoken individual, not particularly tactful, and heads an agency which has clear identification with the Federal Government. At no time did representatives of the business community ever pretend to view the CAP as a potential resource for addressing manpower (or other) problems. Some of these same persons were members of the CAP Board of Directors. Their dislike for the Director was openly expressed.

In neither case were programs evaluated on factual data--even when presented to the group. Rather, personal evaluations of the men involved were stamped upon the programs they administered.

What began as a group effort quickly dissolved into an assembly of individuals each expressing a willingness to tackle local problems but not at a cost to whatever status quo was personally favored. Though qualified labor was in short supply (particularly to meet the needs of new industry), the unemployment rate relatively high (over 5 percent), and race relations very poor (by any comparison to national standards and practices), local businessmen did not react with a feeling that the proportions of these problems were serious. Anti-Negro, anti-union, and anti-Federal Government emotions proved stronger than the felt need to analyze and solve problems. The analysis, solutions and structure of the program obviously would conflict with these deep-founded emotions.

It was found that nothing was being done to bring about the "cooperative arrangements" called for in Section 5 (a) 4 of the Vocational Education Act of 1963. Relationships between the educational and employment security personnel were friendly but not formed as a basis for the constructive exchange of information. Responses from representatives of both institutions cited staff deficiencies for such liaison and raised questions concerning types of information which could be produced at the local level that would be useful for local planning of training and education programs.

In analyzing the researcher's role in Wilmington, several factors must be noted. From the standpoint of rating community leadership ability, to have productively utilized the program, there were several reactions from representatives of the community to the effect that citizen and business leadership is "extremely poor." That is, they indicated that Wilmington society has been so complacent for so long that progressive, thoughtful and enlightened leadership perhaps is not currently possible, certainly not presently practiced. It was felt that the influx of new residents as a result of the arrival of new industry would provide or create new leadership.

The program was ended in Wilmington after weighing how the researcher might best use his time and efforts.

The work there failed to establish a continuing program although seeds of what must be done certainly were planted with some representatives of the community.

The problem encountered and not successfully resolved was in part a failure by the researcher to be able to step back in time. That is, to assess the situation and re-style his approach, his time schedule for program development, and some of his preconceptions as to the manner in which he must work in the community. Acceptable standards for quality of the labor supply, rates of unemployment, and racial situations vary from area to area in the country depending upon the pace, the culture, and even the morality of any given community. In Wilmington, in order to deal with these subject matters, a much greater amount of time and basic education was required before the average participant would have been able to deal with the problems with a sense of urgency and/or reality.

It may well have been necessary to create separate but equal groups at the beginning, merging them at a later date. The length of the program would have had to be extended considerably as well as the rate of manhours over what was currently being spent. Budgetary limits and commitments to the Greensboro program would not permit these adjustments.

The Greensboro Case (July 1967 - August 1968)

Greensboro, with a population of 140,000 persons, is located in the industrial Piedmont area of North Carolina. Unlike Wilmington, this city is industrialized with several national concerns maintaining home offices here. Unemployment was officially quoted by the ESC at 2.5 to 2.9 percent. However, several public agency directors placed the rate higher. In subsequent analysis of the proposed Model Cities program the unemployment rate for the demonstration area was estimated to be 10 percent.

At the same time, Greensboro suffers a very tight labor market and most industries were found to reflect this lack of qualified workers. Comparisons between known skill vacancies and existing information concerning the unemployed and persons who might be attracted from surrounding rural areas illustrated that a simple matching of available persons to available jobs was not possible. A search for training facilities which could address the problem proved fruitless--no concerted effort to qualify persons for jobs existed.

Initial interviews with local leaders produced a variety of reactions to the Institute program. Some were immediately agreeable. Yet the majority, public agency representatives as well as businessmen, were suspicious of the researcher's intent. Many did not want an outsider "meddling" in their affairs. Several suspected the "no cost to the community" aspect of the program. Others were convinced that the researcher embodied radical ideas designed to upset and disrupt the community. So to begin, the researcher worked in a paradox--community leaders were willing to contemplate and speculate on the program and the ideas it offered but not openly identify with it. To succeed, the program had to develop local identity, to give them a sense that the program was theirs.

Utilizing these persons' concern for labor shortages and fear of racial conflict, the researcher continued to emphasize that his role as a catalyst was to create opportunity for local decision-making rather than impose the ideas of an outsider. The program of local meetings would be closed to the public, and agendas would be decided by them. The goal was to develop roles which each could play for more effective action, stressing not what should be done so much as what can be done, how and by whom. The researcher's role was to act as staff, consultant, and middleman.

Beginning with a group of 26 persons, representative of business, labor, public and private social welfare agencies and government, confidence in the program grew to the point where several requests to be invited came from businessmen. The number of participants grew to 31 after which membership was closed in order to maintain ease of discussion.

Perhaps one of the most difficult aspects of the program is dealing with people's desire to take immediate action. Most participants, once having agreed to become involved, rapidly moved to the point of wanting to see unemployed persons put into jobs. There was a tendency for some businessmen to solicit job openings into which the agencies could place the first candidates who appeared. At this point the staff agent had to exert sufficient control to push the educational phase through to its end and yet begin to focus on the creation of an outline for an active program and where it might best be housed.

Pressures to get job placement and training programs going were strong from several businessmen who later, at the end of the series of meetings and at the point where consensus had been reached, reported satisfaction with being slowed down in their eagerness to do something. They found that consensus was not easy to reach, that simply doing something immediately may not be an answer to problems at hand, and that by and large the issues were deeper than they had originally seen them to be.

The outline for an action program was developed by the researcher from the materials and discussions brought about by the series of meetings. In addition, a sub-committee of the total group was formed to draft a document. Business, education, Employment Security and CAP representatives were involved. The appendix contains the Manpower Development Proposal which was developed. The Greensboro Chamber of Commerce became the obvious institution in which to house the program.

The Chamber's role in Greensboro is important. It is highly respected, provides active leadership on most social and economic issues, and is perhaps the most progressive business and industry association in the area. Many agency directors stated that though they might find it difficult to cede leadership to another agency, the Chamber could assume such a unifying position.

The Chamber's ability to mobilize the business community is another important factor. While extremely mindful of local shortages of skilled labor and eager to alleviate the problems, the average businessman tends to remain cautious and fearful of rapid change. Positions taken by Chamber staff members, identifiable with average businessmen, are more acceptable than when expressed by representatives of "do-good" groups. Proposed programs, suggested changes, and new ways of thinking tend to become more respectable and viewed in the best interest of the economic growth and welfare of the community if they are seen as coming from the Chamber people.

The proposal was presented to the total Greensboro group formed by the Institute program at the final meeting in June 1968. Reaction was very good except initially in the case of the manager of the local office of the NC Employment Security Commission. His reaction appeared to be based on a belief that the program might be interpreted as an indictment of that agency. He suggested alternative agency-based actions which could be taken (CAMPS, for example) until it was firmly stated that the community, particularly the business community, would no longer wait for the public agencies to solve the problems. The group was assured that this was not an indictment of the agencies but rather of the total community for previously failing to perceive the need for cooperative action. It was stressed that the Chamber would play a supplemental role designed to improve communication between industry and agencies.

For example, it was cited that many public agencies are not "respectable" in the opinion of most businessmen. It was recognized that this condition works to the disadvantage of all when suspicion, bias and misunderstanding color or shut off communication. Further, when businessmen don't use agency services and thereby fail to aid programs by supplying job vacancy information, detailing skill requirements, serving on advisory committees to training programs, etc., agency efficiency and service become less than optimal. The process takes on a circular motion with a snow-balling effect.

Perhaps one of the most important outcomes of the series of meetings was recognition that public agencies are as good as the total community allows and helps them to be. One method toward an improved state of affairs is for business and industry personnel to become involved in programs, be appointed to boards of directors, and the like. By the end of the Institute program this process of "infiltration," as it was called, had begun.

Action of this nature is the renewal of local initiative on the part of the business community--initiative which has been left to the experts, the professionals, or government agents. In essence, it is the relearning of political action and lobbying for programs and services which are essential to the operation of modern day private enterprises.

During July and August of 1968, the Chamber held six small group meetings with local businessmen who had not participated in the Institute program. The goal was to explain the Manpower Proposal, and gain financial support. By the end of August, approximately $45,000 of the $50,000 annual budget had been pledged for a three-year period.

During the fund-raising period and while awaiting the hiring of program staff, one company has loaned its Director of Manpower on a temporary, part-time basis to act as Director. Item VIII of the proposal which calls for identification and assessment of education and training programs in relationship to population and industry needs has been started with the assistance of professional staff lent by another nation-wide firm with plants in the Greensboro area. This work includes analysis of schools, training centers, local employment conditions, and demographic data. The goal is to determine program needs and provide guidelines for the establishment and/or expansion of manpower services.

Closely related to this subject are the requirements of Section 5 (a) 4 of the Vocational Education Act of 1963. Informational exchanges between employment security and education were not satisfactory to the legislative intent. The kinds of information available and that which would be useful had not been clearly defined. In North Carolina, surveys of employment conditions are conducted at the State level, published on a broad area basis generally nine months to a year after the survey is made.

In order to help the Greensboro ESC office determine what might be done locally to speed up data collection related to occupational projections; to define what information would be useful to other agencies; and to exchange information with those agencies, discussions were held with the ES manager concerning a shortcut technique called the "ES Unfilled Job Openings--Occupational Handbook Approach." Experimented with a year ago, USES is currently working toward the development of guidelines for this technique to enable general use at the local level.

In Greensboro, as a result of the discussions, the ESC staff are studying the technique while their Labor Market Analyst is endeavoring to adapt the process to local use. It was felt that the method would shorten the time required by current surveys to certify training needs and would certainly fill the time gap between state reports.

A cautionary note concerning program development is necessary regarding the Chamber of Commerce as an institution to house the action program. The researcher's work did not begin with any preconceptions as to who or which agency should or would be placed in such a position. The Institute program, and the attitude of the change agent, must operate in such a manner as to be flexible and open to whatever local agency--established or to be created--can best carry out a continuing program after the Institute staff ceases to serve.

In Greensboro, the Chamber and the researcher did not immediately join forces. The relationship and attitude of one toward the other was "wait and see." As the Institute program became identifiable with goals of the Chamber and proved to be a means for accomplishing these goals, Chamber leadership began to be exerted.

The cautionary note arises from fear that anyone might interpret these events as generally applicable elsewhere. A local Chamber of Commerce may or may not be a good sponsor of such a program.

V. CONCLUSIONS

Role of the Catalyst

In the words of one participant of the Greensboro program, "We probably would never have gone beyond the talking stage on this manpower situation if there hadn't been the continuing incentive to move ahead that the Upjohn Institute program provided." And there were others who related that the consistent presence of the researcher kept them from straying into activities which would have been non-productive, perhaps even negative.

The role of the catalyst is multi-faceted. He has to exert the greatest degree of objectivity possible in order to evaluate local conditions, the potential of the people he deals with, and how the latter might be able to deal with the former. Flexibility is essential in such a situation where any preconceived notions as to time schedules, what is possible and availability of people to undertake or agree to undertake certain roles may be unreal.

The catalyst's major role is to provide a base or continuity to the effort of organizing for action. This includes leadership but at the same time promoting the development of local leadership and the opportunity for local leaders to create a forum for action. The only preconceived agenda he may have is to create local counterparts.

Maintenance of objectivity and personal aloofness from "taking sides" in local issues cannot preclude a commitment to the problem area. The agent must be informed in the sense that a part of his role is technical assistance. Yet, the outcome, in order for the program to be successful, should not be his project or his program. As in Greensboro, the acceptance of the Manpower Development Proposal by the community was in large part due to the feeling that the program was local in origin. Only 4 to 5 persons are aware that the actual writing was largely done by Upjohn Institute staff on the basis of local inputs.

Length of Service

The North Carolina experience confirms findings in other communities concerning the importance of committing staff to long-term association with the development of these programs. The short-term consultant may generate enthusiasm for his ideas and the ideas may be very good. At the same time, determining program directions which are applicable and feasible, and who should assume responsibility for action, may require several months' time.

More importantly, establishing communication patterns or laying the proper groundwork for cooperative action on the part of many interest groups will not take place overnight nor because it is a good idea. Only a demonstrated effort and the establishment of a mechanism for this to happen will reverse tendencies for agencies and groups to go their separate ways.

The actual length of time staff should be committed to the community varies with existing conditions in the locale. However, it is estimated that 8 months to one year is required for the purpose of starting and seeing program development to the point at which local initiative takes over. Full time is not necessarily required, allowing for staff to work in more than one community. But this does not mean that full-time assignments will cut down the period spent in each community. Allowing extended time periods for participants to adjust to and accept concepts of involvement that this program suggests cannot be overemphasized.

Rationale for an Outsider

The non-resident acting as a catalytic agent is favored in the initial stages of the program for several reasons. Perceived objectivity is more likely with someone not seen as being in a local power group. He must be viewed as someone without an axe to grind. What he may lack in ready knowledge about the community he must offset in open-mindedness about local institutions and people. Though suspect, his motives to undertake an action-research project may be more acceptable to a broad group in the city than the intentions, however good, of the representative of a local institution. At the same time, it must be remembered that the outside agent is seeking to find or develop a local counterpart to continue the program.

Staff Requirements

In past experiences, this Institute program has been operated by a single staff person. In order to possibly shorten the process somewhat by providing more man hours, but of greater importance, to add inputs of more than one person's judgments, it is recommended that at least two persons engage in each community program. The additional advantage to seeking more staff is the potential for training greater numbers for this type of work.

Receptivity to the Program by Communities

Given the time and budgetary schedules of the contract for this program, full flexibility was inhibited. While Greensboro was in a point in time or state of readiness to take advantage of this program, the necessary pre-conditions did not exist in Wilmington. As pointed out, perhaps they could have been developed in the latter city. Given social problems in the country today and particularly in the cities, the pre-conditioning which allows a change agent to be effective is widespread.

The social flare-ups of early April highlighted some of the issues which exist in many American cities. On the one hand, there is a great deal of lip service paid by the more affluent citizens concerning the degree to which they might "help" the more unfortunate neighbor across town. In Greensboro, reactions to disturbances around the nation last April could be summed up in these phrases: "If people are good, if they act like me, if they accept my rules and codes, then they might be allowed a few opportunities. But, if 'those' people hold a gun to my head, the doors will be closed tight." On the other hand, there are leaders who want constructive action but do not have a means for undertaking any action.

This is the great crisis--the communication gap throughout the system. There is a failure on the part of established power to really recognize the issues and, even worse, to be able to be flexible enough to address the problems when they are seen.

As a microcosm of this condition, the implementation of Section 5 (a) 4 must be based on the creation of a climate in which personnel representing various agencies and organizations--such as the employment service, vocational education personnel, and leaders in business and industry--may develop a system of working relationships and exchange of information. Attitudes of joint and cooperative endeavor are of paramount importance.

In order to accomplish the task, staff must be made available to define informational needs and to carry out the liaison implied. At present, implementation of Section 5 (a) 4, if even considered at the local level, is assigned low priority to staff persons already overburdened with administrative work. More often, information gathered for other purposes, and therefore not likely to be applicable or usable, is used to satisfy legislative requirements.

Even with staff and a clear definition of informational needs there is no assurance of fulfilling the requirements of the legislation. The burden of assembling information regarding job opportunities and of judging graduates' fitness for employment implies associations with and inputs from all sectors of the community. As this report has implied, conditions do not readily exist in most communities whereby the necessary cooperation and communication is taking place.

However, the year-long effort in Greensboro served to establish a communication network that crosses heretofore dissident channels, and has developed a viable situation in which it appears likely that more rational planning and implementation of programs will be able to occur.

Program Recommendations for the Office of Education

The Upjohn Institute program in North Carolina suggests several courses of action with regard to implementation of Section 5 (a) 4 by the Office of Education. Findings were that few if any information exchanges take place between educational and employment service agencies because (1) there has been a failure to define specific kinds of data which should be exchanged and (2) there has been a failure to provide a communication network.

In order to overcome the first problem, the requirements of Section 5 (a) 4 must be more clearly defined. That is, U.S. Office of Education technical staff must investigate what information is necessary and design feasible methods for data collection at the local level.

Item 2, the communication network, or how to make the system, however it is designed at the federal level, work in the community, requires some direct inputs into the local school system by OE. A number of alternatives are suggested.

Samuel M. Burt, Senior Staff, W. E. Upjohn Institute for Employment Research, testifying before the General Sub-Committee on Education, Education and Labor Committee, House of Representatives, on Amendments to the Vocational Education Act of 1963, H.R. 15066, on March 14, 1968, recommended that Section 5 (a) should include:

> Sec.5 (a) A State which desires to receive its allotments of Federal funds under this part shall submit through its State Board to the Commissioner a State Plan, in such detail as the Commissioner deems necessary, which--
>
> (8) provides for the appointment of professional staff at the State and local school and school system level to promote, coordinate and administer programs designed to involve representatives of industry,

> business, labor, agriculture, professions and community organizations such as the public employment service, through both informal relationships and various types of formally organized advisory and cooperating committees for pre-vocational, vocational and technical education and training. The salaries and traveling expenses for such coordinators, for the State, or for the local school systems or for schools conducting programs as approved under this Act, shall be reimbursable to the employing authority up to 75% but no less than 50% from funds allocated to the State under provisions of this Act, other sections of this Act notwithstanding.

Mr. Burt expanded upon his recommendation by stating:

> It should be noted that the above proposed amendment to Section 5 (a) has an impact on Section 5 (a) 4 which deals with cooperative arrangements between the vocational educators and the public employment service offices. Many of the problems which have arisen out of efforts to implement this section of the Act have been due to lack of provision for specific staff to engage in such cooperative arrangements. Since industry-coordinators are continuously engaged in dialogue and working relationships with the employer community, they are realistically the logical school staff to also relate to the public employment service in terms of planning for and developing vitally needed cooperative working relationships.
>
> It should further be noted that an absolute minimum of 50% reimbursement for salaries and traveling expenses of industry-coordinators is suggested. This is to assure local schools and school systems sufficient funds to pay for this "ancillary services" staff. For, despite all that has been said over the years about the importance and need for vocational and technical education, and effective leadership and industry-education cooperation, many state and local school boards and educational administrators continue to finance vocational-technical education as though it were a fringe activity of the educational system. Since "industry-coordinators" are unheard of (as yet) in academic educational circles, special provision will be needed for them in vocational-technical education.

Mr. Burt's testimony points out two extremely important aspects for providing a communication network: (1) there must be staff who specifically deal with building community relations; (2) involvement of industry is essential to the needs outlined in Section 5 (a) 4.

An alternative approach would be the establishment of OE technical assistance teams to operate in local communities as catalytic agents. Their objectives would be similar to those of the coordinators: relating local educational institutions to the public employment service and drawing business, industry and labor union representatives into advisory roles in the school system. Such technical assistance teams would have to endeavor to develop local persons within the public school system who can adopt this coordinator role. In either case, it is recommended that OE establish personnel for work at the local level who can aggressively pursue the involvement of the many sectors of the community who have a role to play in the development and carrying out of vocational education programs.

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THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Wilmington, North Carolina

AGENDA

December 6 - Noon -- Lunch, Cape Fear Hotel Meeting Room, Second Floor.

1:30 -- Introductory Remarks - Henry E. Holmquist.

1:45 -- Manpower Conditions, Wilmington, North Carolina - Discussion by participants of their community roles and experiences related to local manpower problems and programs.

4:30 -- Adjourn.

December 7 - 1:30 -- Discussion focusing on a summary of problems as seen by the participants and the identification of program needs.

3:30 -- Program Development - Consideration of the date and agenda for the next meeting and of the directions this program should take.

4:30 -- Adjourn.

The W. E. Upjohn Institute for Employment Research
Manpower Program, Wilmington, North Carolina

Meeting Notes -- December 6-7, 1967

The first conference of this series was held at the Cape Fear Hotel beginning at noon on December 6. Discussion began with the identification of each participant and his role and experiences in the community as related to local manpower problems and programs. Out of this discussion came expressions and exchanges concerning what kinds of manpower problems exist in Wilmington insofar as each participant could judge. Several major areas of concern were discussed in general terms:

1. Motivation of unemployed persons,
2. Outreach programs and services designed to match jobs and workers,
3. Coordination of programs, and
4. Job opportunities for Negroes.

It was found that there is a need for more specific information regarding characteristics of the labor market, of the population (particularly the under- and unemployed groups), and about existing programs. From this information, it was felt the group would gain a more complete understanding of needed programs and services.

In order to begin, it was agreed that our attention should focus on the programs and services of the Employment

Security Commission at the next meeting. Following this analysis, the programs of other agencies will be discussed.

It was felt that specific action programs which this group might propose and/or support will develop out of the knowledge gained concerning what kinds of programs are needed, in addition to those that exist.

It was decided to retain the two afternoon sessions as opposed to meeting for one full day. The next conference is set for January 24-25, 1968.

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Wilmington, North Carolina

AGENDA

January 24 - Noon -- Lunch, Cape Fear Hotel Meeting Room, Second Floor.

1:30 -- Introductory Remarks - Henry E. Holmquist.

1:45 -- Programs and Services of the Employment Security Commission - Discussion by James Knight, Manager, Wilmington Office.

4:00 -- Adjourn.

January 25 - 1:30 -- Human Resources Development Programs - Discussion by James Filipski, State Office, Employment Security Commission of North Carolina.

3:30 -- Summary and consideration of the date and agenda for the next meeting.

4:00 -- Adjourn.

The W. E. Upjohn Institute for Employment Research

Manpower Program, Wilmington, North Carolina

Meeting Notes -- January 24-25, 1968

The meeting opened on January 24 with an analysis of the programs and services operated by the Wilmington Office of the North Carolina Employment Security Commission.

The discussion was led by James Knight, Manager, Wilmington Office. He began by describing the Employer Relations Service. The program services are initiated through the local office with staffing and studies eminating from Raleigh. This program along with the Bureau of Research and Statistics undertakes studies related to labor supply, standard rates of pay, employee turnover conditions, and other factors which employers may wish to analyze.

Programs operated at the local level which are designed to serve employers and employees fall into several major categories. At present, the local office has a staff of 15 persons assigned to carrying out these activities.

Testing of all job applicants is carried out for the purpose of defining job readiness and qualification. The General Aptitude Test Battery (GATB) is used along with specific clerical tests in an effort to either directly refer applicants to jobs or to determine needed counseling and referral to training. In addition to administering tests to persons applying at the Employment Security office, these tests are given in the schools, utilized by Cape Fear Technical Institute and by local industry who wishes to have present as well as potential employees tested. The GATB includes:

General learning ability -- how well you "catch on" or understand instructions.

Verbal ability -- how well you understand words and express ideas.

Numerical aptitude -- ability to do arithmetic quickly and accurately.

Spatial aptitude -- ability to "see" objects in space and understand their relationships; ability to visualize forms in two or three dimensions.

Form perception -- ability to compare and distinguish shapes and details and make visual comparisons of objects.

Clerical aptitude -- ability to avoid mistakes in bookkeeping, proofreading and arithmetic.

Motor speed and coordination -- ability to coordinate movements of your hands with what your eyes see and make hand movements rapidly.

Finger dexterity -- ability to move fingers and manipulate small objects.

Manual dexterity -- ability to move hands and arms skillfully.

Counseling is another service available to the job seeker. The Wilmington Office has two counselors -- one focussing on youth, 16 to 21, and the other dealing with adult applicants. Generally, it was felt that two counselors were not sufficient to give meaningful service to all who need help -- youth, adults with limited qualifications, the handicapped, etc. For example, the office serves 17 schools in a three county area.

Counseling programs are designed to deal with such areas as determining kinds of work a person might enter, his abilities, whether additional training is needed, referral to training and/or other needed services, and direct dealing with such problems as difficulty in finding and adjusting to work, and providing guides to a career.

Another area of concern for the local Employment Security Office is job development and placement. Comments were made that there is no meaningful job development capacity in Wilmington (not by the Employment Security nor by any other local agency).

Discussion also focussed on training programs available under the Manpower Development Training Act. Such programs can be either institutional or on-the-job training situations, either of which receive financial aid from the Federal government. Wilmington has had very little experience with MDTA programs having had one small OJT program in bricklaying in the past. A larger, 48-slot program, is being initiated. Institutional programs are certified by Employment Security with local industry citing the need. They are generally carried out by schools or nonprofit organizations. Trainees receive a stipend during the course of study. OJT programs are carried out in work situations and employers are partially reimbursed for losses incurred while training is underway and the worker is becoming "qualifiable." OJT programs now are certified by the Bureau of Work Programs of the Department of Labor.

A relatively new program which may soon be underway in New Hanover and 20 surrounding counties is the Concentrated Employment Program, funded by the Department of Labor. Under this effort, it is hoped that a number of additional and/or supplementary activities may be provided to the existing Employment Security programs. That is, staff might be provided for necessary outreach to hard-core unemployed persons, additional counselors should be available and job development staff would be available. Development of this program will be discussed at future meetings.

The local unemployment rate was also discussed. Figures for November showed a rate of 4.5 percent. Time did not permit analysis of this figure on the twenty-fourth. Therefore, it was decided that some of the actual case loads handled by the local staff of 15 plus a review of the unemployment rate would be undertaken on Thursday, the twenty-fifth.

Thursday's meeting began with a review of the average monthly case load of the local Employment Security office. It was found that an average of 715 new persons applied for job aid. Of these, 117 received counseling; 200 were tested. The continuing active file of persons seeking aid average 2,622 per month. Referrals average 707 and placements 271 per month. On the other hand, 492 job openings are filed and 328 go unfilled. Unemployment insurance claims processed per month average 492. Staff also visit 57 and call 39 employers in an average month.

The unemployment rate for November (4.5%) showed 2,000 persons on the active file seeking job aid. The rate is based on the following figures.

1. Total persons drawing unemployment.
2. Total persons (estimated) needing employment and not

covered by unemployment compensation (self-employed, government, railroad, farmers).

3. New entrants to the job market and persons re-entering.
4. Those who have expended their UC coverage or are disqualified.

The total is compared to the total working force to reach the unemployed rate.

Following the discussion on local office activities, Mr. James Filipski, Director, Human Resources Development Program, Employment Security Commission, Raleigh, outlined the program he heads. HRD's goal is to de-emphasize "numbers" served and give priority to client service. The client is seen as employer as well as employee. That means: effective outreach and recruitment efforts for those seeking jobs; intake, and evaluation of these persons which identifies existing and potential skills; immediate referral to needed service or a job situation. It also means the existence of training tailored to the individual's and industry's needs ranging from basic education to prevocational (work experience, rehabilitation, and institutional) to skill training. It also means job development in a manner which finds employers exchanging information with local agencies concerning job vacancies, skill requirements, career opportunities, and being involved in the design of training programs. Job placement is not the end of the HRD program. After placement there should be follow-up, counseling where necessary, and assurance that supportive services, such as medical, child, and legal care and transportation are satisfactory.

The HRD program in North Carolina is at the initiation stage.

The support of local business and industry, and the cooperation between agencies is essential to its success.

The meeting adjourned at 3:30 p.m. with no specific date set for the third session. It was estimated that the next meeting might be held toward the end of March. Meeting notices and an agenda will be mailed in advance.

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Wilmington, North Carolina

March 28, 1968

AGENDA

10:00 a.m. -- Introductory Remarks -- Henry E. Holmquist, Senior Staff, The W. E. Upjohn Institute for Employment Research.

10:15 a.m. -- Education and Training Programs of the Public School Systems. Discussion by M. J. McLeod, President, Cape Fear Technical Institute, and William H. Wagoner, Superintendent, New Hanover County Schools and Staff.

12:30 p.m. -- Lunch, Cape Fear Hotel.

1:30 p.m. -- Continuation of Morning Discussion.

3:00 p.m. -- Program Development -- Date and Agenda for Next Meeting.

4:00 p.m. -- Adjourn.

The W. E. Upjohn Institute for Employment Research
Manpower Program, Wilmington, North Carolina

Meeting Notes -- March 28, 1968

Discussion at the March 28 meeting focused on the education and training programs of the New Hanover County Public School System and of Cape Fear Technical Institute.

New Hanover schools are a consolidated city-county system with 19,000 students in 28 schools: three senior high schools, six junior high, and 19 elementary. All schools are fully accredited. The high schools are comprehensive in nature in that they offer vocational and occupational training as well as the college preparatory program to all students.

Seen as problems were overcrowded classrooms, a critical teacher shortage, a constant population growth which will emphasize these deficiencies, and the lack of public school kindergarten.

Concerning the dropout problem, the following statistics were cited:

- -- For every 100 students enrolled in the first grade, only 50 graduate from high school.
- -- Of these 50 graduates, 25 go on to college or higher education.
- -- Of these 25, half complete their course of study.

Compulsory education in North Carolina covers ages 7 through 16. Sixteen, therefore, becomes the prevalent "dropout" age -- somewhere in the tenth or eleventh grade which is at a point in the educational development of a youth when he is still unprepared for the world of work.

The average dropout is seen as a youth who cannot postpone his goals -- to have spending money, to provide financial aid to the family, etc. But he may also have home problems and/or a hostility to authority and the educational system. And, the system may be failing to provide him with what he needs. Seventy percent of the dropouts locally have an average or higher than average IQ. Leaving school was not the result of inability to complete.

Given the above information, it becomes obvious that the major pool of manpower available to industry is composed of persons who might be termed unemployable or not immediately ready for employment. As has been pointed out previously, some of these persons must be recruited in other than normal fashions, training programs must be devised to fit their needs as well as those of industry, and we must actively convey information concerning job opportunities.

In order to overcome tendencies to produce large numbers of directionless and unprepared students (graduates as well as dropouts), there is a need to provide counseling and guidance prior to high school age and in a more meaningful manner.

schools. Insofar as the number of students enrolled in trade courses, New Hanover is third in the state. Yet this is not the third most populated area nor the third most industrialized.

The Center is currently operating at capacity with new programs planned or needed to serve industry.

Cape Fear Technical Institute is designed to provide additional and supplementary education programs to this area. The Institute has a three county responsibility. A high school diploma is not necessary for enrollment (with special arrangements, persons under 18 may enroll). In addition to the downtown plant, programs are operated in various places throughout the three counties serving 7,000 different students in a wide variety of courses of study.

The various programs are:

1. Vocational-Technical Education -- this includes a two-year technical program leading to an associate in applied science degree and a one-year vocational preparations program leading to a certificate or diploma.
2. Industrial Service Programs -- these are non-credit occupational courses, established by the school in response to industry request.
3. Apprenticeship -- (related) training.
4. Adult Basic Education -- grades 1 through 8 are offered.
5. Adult High School Education -- grades 9 through 12 leading to a diploma or certificate are available.

6. General Adult Self-Improvement Courses -- these range from creative arts to consumer education.
7. Learning Laboratories -- this lab enables a person at any educational level to further his knowledge in as many as 100 courses. In a do-it-yourself fashion, with professional guidance, using programmed materials, the student sets his own schedule and pace.

MEMORANDUM

TO : Participants, The W. E. Upjohn Institute Program on Manpower, Wilmington, North Carolina

FROM: Henry E. Holmquist

The series of meetings we have been holding under this program ended with the conclusion of the third session, March 28. Though incomplete, I decided to end this phase of the program after considering the lack of attendance on the part of some members. One goal of the program was to establish communication between leaders of various segments of the community. Absence on the part of some representatives precluded reaching that goal.

The experience added a great deal to the research aspects of the program though it may have failed to provide a meaningful service to the community. Prior to leaving Wilmington, I shall endeavor to work with several individuals in order to establish a local program concerned with manpower.

Please feel free to call upon me.

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THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Greensboro, North Carolina

AGENDA

9:00 a.m. --	Introductory Remarks - Henry E. Holmquist, Senior Staff, The W. E. Upjohn Institute for Employment Research.
10:00 a.m. --	Manpower Conditions in Greensboro - Discussion by participants of their roles and experiences related to manpower problems.
12:30 p.m. --	Lunch, Statler Hilton Inn.
1:30 p.m. --	Continuation of morning discussion leading to a summary of problems and the identification of program needs.
3:00 p.m. --	Program Development - Date and agenda for next meeting and consideration of the directions this program should take.
4:00 p.m. --	Adjourn.

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Greensboro, North Carolina

Meeting Notes, December 13, 1967

The first conference of this series was held in the Board Room of the Greensboro Chamber of Commerce beginning at 9:00 A. M. on December 13. Discussion began with a summary of the program as developed by the W. E. Upjohn Institute. The primary goal was described as an analysis of local manpower programs in relationship to local employment problems in order to gain an understanding of what kinds of services are required in the community. Essential elements in this analysis were seen to be the development of communication patterns between agencies and between agencies and industry, the exchange of information regarding the complex nature of employment conditions, the evolvement of roles to be played by industry in such areas as training and placement programs, and the development of this group into a knowledgeable forum for the exchange of ideas and to provide local guidance to the development and coordination of manpower programs.

Discussion by participants of their roles and experiences in the community as related to manpower problems brought out several major areas of concern. The need to draw together and summarize information about training programs was frequently mentioned. There were several requests to "identify who is doing what" about the process of preparing people for jobs. Along with this there was a general feeling that programs were not coordinated with the result of probable duplication on one hand, and possible lack of service in some other areas.

Outlined as problems of the unemployed and underemployed were: lack of basic education; poor work habits and attitudes toward work; lack of total services such as day care facilities (which would free mothers for employment) and poor transportation; counseling and guidance programs which failed to communicate meaningful job information and/or create awareness of opportunities; lack of motivation in such areas as getting an education or seeking existing job opportunities.

Industry representatives outlined their problems as high turnover rates and failure to find qualified workers if able to recruit the necessary manpower at all.

In summary, it was stated that the overall problem appeared to be related to the system's ability to match people and jobs. The elements of the system are the many public and private agencies who provide programs and service, (Schools, Employment Service, Welfare, Community Action, Churches, etc.) and the actual labor market. The degree to which all these parts work together and complement one another is the degree to which recruitment, training and placement activities will work efficiently.

In order to begin an analysis of the system, an intial outline or cataloguing of training programs will be started in January with the assistance of the various public agencies. The discussion scheduled for the next meeting will focus on the programs and services of the Employment Security Commission.

The second meeting has been set for January 31, 1968.

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Greensboro, North Carolina

January 31, 1968

AGENDA

9:30 a.m. -- Coffee.

9:45 a.m. -- Introductory Remarks -- Henry E. Holmquist, Senior Staff, The W. E. Upjohn Institute for Employment Research.

10:00 a.m. -- The Programs and Services of the Employment Security Commission. Discussion by Melton Starnes, Manager, Greensboro Office, and Staff.

12:30 p.m. -- Lunch.

1:30 p.m. -- Continuation of Morning Discussion with Focus on the Relationship of ESC to Other Agencies.

3:00 p.m. -- Program Development -- Date and Agenda for Next Meeting.

4:00 p.m. -- Adjourn.

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Greensboro, North Carolina

Meeting Notes, January 31, 1968

Discussion at the January 31 meeting focused on the programs and services of the Employment Security Commission. A summary of the statements made by various ESC staff members is provided below.

Concerning the development of a reference guide or catalogue to training programs which exist in the Greensboro community, it was noted that work was underway to compile the information. However, it was also pointed out that the schools do publish program catalogues which list programs, general qualifications, etc. Difficulty arises in the effort to provide specific information on the level of skill development attained by individual trainees or to present comprehensive description of program flexibility through a catalogue.

It must be stressed that in addition to learning about the existence of programs, industry should participate in activities and utilize the services of various agencies. Participation might include membership on advisory committees, aid in curriculum development, and provision of information on job vacancies and skill requirements.

In conjunction with this and related to the development of action to be undertaken by this group, it was stated that initially this program should proceed with caution: seek to develop understanding of local problems and an awareness and comprehension of federal, state and local resources.

Therefore, with an alertness to and notation of necessary action when program needs become evident, these meetings will continue to focus on the above development of information. At the next session, March 20, discussion will focus on education and training. Future meetings will consider such topics as Community Action Programs, Opportunities Industrialization Center, the Skill Center, and, the activities, roles, needs and reactions of the business community. This will provide a foundation for the consideration and undertaking of action.

Programs and Services of the North Carolina Employment Security Commission

Melton Starnes, Manager, Greensboro Office, ESC, introduced five staff members for the purpose of providing descriptions of the various programs and services. His introduction summarized the fundamental changes taking place in employment service goals and operations. According to Mr. Starnes, reappraisal and the initiation of change has resulted from criticism of the agency. Whereas the primary objective was placement, which screened out "unemployables," emphasis now is placed on reaching out and servicing people. As a result, and in order to accomplish this task, programs and services must operate in coordination with, and with the cooperation of, other public and private agencies and the business community.

Dick Lawrence, Assistant Manager, outlined placement activities of the agency. He cited six aspects:

1. direct placement, or matching of jobs and applicants;
2. special services to veterans;
3. employment counseling and selective placement;
4. labor market analysis;
5. industrial services to employers; and
6. cooperation with community groups.

The job matching process includes intake and evaluation of applicants using the Dictionary of Occupational Titles to classify each person, and the taking of job orders, also classified through the DOT. In addition to serving those requesting the services of the agency, the ESC actively recruits applicants and job orders.

ESC policy states that service will be exercised in a non-discriminatory manner to anyone whether working or not and regardless of place of residence (no geographic limits). References are not checked but, at the same time, an objective analysis of work qualifications is made. Policy does not allow fees for service nor referral to jobs related to labor strike situations. The only preferences allowed are to veterans and disabled veterans.

Mr. Lawrence also discussed the Human Resources Development Program. Excerpted here are statements by the U.S. Department of Labor.

> "Section 5 of the Manpower Services Act of 1966 which passed the Senate on June 29, 1966 contains the following section on Manpower Services to the disadvantaged:
>
> "With respect to persons or groups of persons who are so disadvantaged in the labor market that they are, or likely to become, chronically unemployed, the services to be made available shall include --
>
> 1. The identification of, and reaching out to, such persons or groups including the use of mobile units, and providing them with special counseling services in order to determine their needs;
> 2. The development of plans for manpower services commensurate with individual needs, such as referral for remedial education, institutional training, or on-the-job training, rehabilitation, medical examination, and medical care;

3. The development of employment opportunities, including opportunities for public service employment, commensurate with the capabilities of such persons; and
4. The providing of job counseling and selective placement services for handicapped persons, ...;
5. The providing of supportive on-the-job and other follow-up services."

"The Human Resources Development Program involves the following basic services:

1. Outreach -- to disadvantaged persons regardless of age, sex, race, religion or national origin in the neighborhoods where they live with the object of bringing them into meaningful contact with available manpower services. The plan for outreach should give due consideration to the need for transportation services to bring those reached to employment service facilities particularly where costs and distances involved may be special problems.
2. Referral to supportive services (in addition to training) to improve the employability of those who are not ready for referral to training or a job. Such referrals would include the full range of health and welfare services available in the community which will improve employability.
3. Basic employment services including interviewing,

counseling, selection, and referral, placement, and follow-up.

4. Opportunities for training including coupled training programs offering basic education, pre-vocational training, vocational training, and on-the-job training, apprenticeship training or specially planned and structured combinations of such training opportunities.
5. Intensive job development program with employers geared to the special needs of disadvantaged persons who are found to be ready for employment.
6. Close coordination with work programs such as Neighborhood Youth Corps, Job Corps, and special work-training programs sponsored by Vocational Rehabilitation Agency, and Office of Economic Opportunity (The Nelson Amendment Programs for Adults) to insure a continuum of services leading as quickly as possible to a suitable job in the competitive economy.
7. An informational and reporting program providing a basis for planning, review, evaluation and constant improvement of services to disadvantaged persons."

In Greensboro, 507 persons were classified as HRD clients between September 1 and December 31, 1967. One-third or 248, were under 22, 302 males, 205 females, 305 nonwhite. Service included 524 cases of counseling (some clients required more than one counseling situation), and 108 were referred to other agencies for supportive services and/or training. Referrals to jobs totalled 734, resulting in 227 placements.

In order to illustrate the activities of the local office, the following figures were cited:

	1967	1962
Applications	8,213	9,072
Job Openings	8,561	11,129
Referrals	16,224	17,692
Placements	3,964	6,806

The figures indicate that while applications, job orders placed with the Employment Service and referrals (though fewer) have remained in somewhat the same proportion; job placements have dropped radically. The implication, along with other known facts, is that applicants may be less employable and therefore in need of more than referral service.

Sylvia Clayton, Counselor, provided insight into the degree to which some applicants need service. She pointed out that in cases where clients are apathetic about their involvement in the world of work, there are no ready tools available to motivate and develop a sense of responsibility. On the other hand, many poorly educated, unemployed, individuals may want jobs and the sense of immediacy is very important. These people need service **now**. Yet, with multiple problems (education, family, transportation, etc.) plus background factors which perhaps cannot be erased (police records, bad references, health problems) placement is very difficult and requires special efforts. Overcoming these factors is time consuming, employment opportunities are cyclical, and training programs are not continuously available. In many ways, the Employment Service is a waystation which must rely upon other agencies and the services they provide.

Jerry Kivit discussed the Manpower Development Training Act which supports local programs designed to provide training in labor shortage occupations for unemployed persons in need of the education to qualify for those jobs. Emphasis is placed on serving persons in minority groups, youth who have dropped out of school, draft rejectees, older workers, and the handicapped.

On-the-job training programs are certified by the Bureau of Work Programs of the U.S. Department of Labor. Employers are partially reimbursed for losses incurred while training takes place. Institutional programs, certified by the local Employment Security office, are carried out in public and private schools or community colleges on a classroom basis. Trainees selected by the ESC receive allowances while in the program.

Larry Wilkes, Occupational Analyst, discussed Industrial Services available to the employer through the ESC. He covered three major areas.

Job analysis studies are conducted in order to compile data required to establish training programs, to relate wage rates to job requirements, for purposes of recruitment and placement, and to improve counseling information.

At employers' requests, ESC will help to determine causes of problems such as high turnover rates. Mr. Wilkes pointed out that in this area, the three major causes are (1) poor selection of workers for the job, (2) poor orientation and/or in-plant training, and (3) poor supervision. He stated that pay rates are seldom a major cause of turnover. He added that the average cost to a company per turnover situation is $500.

Mr. Wilkes also discussed the General Aptitude Test Battery which includes examination in the following areas:

General learning ability -- how well you "catch on" or understanding instructions.

Verbal ability -- how well you understand words and express ideas.

Numerical aptitude -- ability to do arithmetic quickly and accurately.

Spatial aptitude -- ability to "see" objects in space and understand their relationships; ability to visualize forms in two or three dimensions.

Form perception -- ability to compare and distinguish shapes and details and make visual comparisons of objects.

Clerical aptitude -- ability to avoid mistakes in bookkeeping, proofreading and arithmetic.

Motor speed and coordination -- ability to coordinate movements of your hands with what your eyes see and make hand movements rapidly.

Finger dexterity -- ability to move fingers and manipulate small objects.

Manual dexterity -- ability to move hands and arms skillfully.

Mr. Wilkes referred to the following documents which were developed for employer use:

Training and Reference Manual for Job Analysis -- 60¢

Suggestions for Control of Turnover and Absenteeism -- 30¢

Dictionary of Occupational Titles, Volume I, Third Edition -- $5.00.

These may be ordered from the Superintendent of Documents, U.S. Government Printing Office, Washington, D. C. 20402.

Harold Hutchison, Labor Market Analyst, discussed the collection of data for monthly labor reports. This information covers local employment trends, data on the labor supply and job opportunities and the unemployment rate. The local unemployment rate for December 1967 was 1.6 percent.

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Greensboro, North Carolina

March 20, 1968

AGENDA

9:30 a.m. -- Coffee. Board Room, Greensboro Chamber of Commerce.

9:45 a.m. -- Introductory Remarks -- Henry E. Holmquist, Senior Staff, The W. E. Upjohn Institute for Employment Research.

10:00 a.m. -- Education and Training Programs of the Public School Systems. Discussion by Luther Medlin, Director, Guilford Technical Institute; E. P. Pearce, Superintendent, Guilford County Public Schools; Philip J. Weaver, Superintendent, Greensboro Public Schools, and Staff.

12:30 p.m. -- Lunch.

1:30 p.m. -- Continuation of Morning Discussion.

3:00 p.m. -- Program Development -- Date and Agenda for Next Meeting.

4:00 p.m. -- Adjourn.

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Greensboro, North Carolina

Meeting Notes, March 20, 1968

Discussion at the March 20 meeting focused on the education and training programs of the Greensboro and the Guilford County Public School Systems and of Guilford Technical Institute. A brief summary of that discussion is provided here although no attempt is made to reproduce the statistical and printed materials distributed at the meeting. Rather, this summary focuses on these schools as a total system and/or resource to the Greensboro communities.

Education in North Carolina is a State-oriented function. That is, 60 percent or more of local funds are received from the State which collects and redistributes tax monies.

Compulsory education in North Carolina covers ages 7 through 16. (Kindergarten is not a part of the regular school program.) Sixteen, therefore, becomes the prevalent "drop-out" age -- somewhere in the 10th or 11th grade which is at a point in the educational development of a youth when he is still unprepared for the world of work. For Greensboro, the 1966-67 drop-out rate was 19.9 percent or 649 persons. In the county 271 left school before receiving a diploma.

State educational records show the following "drop-out" facts: out of 100 youth starting the first grade, 58 finish the 8th grade, of which 32 complete 12 years. Thirteen students go on to higher education receiving two more years, and six persons complete college.

The North Carolina per pupil expenditure averages $426 compared to the national average of $615. Greensboro averages $460 and the County system $407.

In addition to academic courses aimed at general education and college preparation, the public schools offer programs of vocational and occupational education. Designed to create a comprehensive system, the program begins with an industrial arts program in the junior high years. A course entitled Introduction to Vocations offers an opportunity to explore a variety of work areas. In high school the range includes home economics, trade and industrial courses, school-work programs and business education. Those programs which are work/study oriented allow on-the-job training while studies in school continue.

Vocational education at this level is seen as providing job entry (saleable) skills but not creating craftsmen. It is important for the student and potential employer to realize the need for continued education either on-the-job or through higher education.

Locally, with emphasis on higher education, Guilford Technical Institute exists as part of the State's Community College System. Founded in 1958 as an industrial training center for the County, it came under the Communities College System in 1963.

GTI offers the following programs:

1. Vocational Technical Education -- this includes a two-year technical program leading to an Associate in

applied science degree and a one year vocational preparations program leading to a certificate or diploma.

2. Industrial Service Programs -- these are non-credit occupational courses, established by the school in response to industry request.
3. Manpower Development Training Act programs -- ten MDTA classes are currently underway in job areas requiring less than long-term vocational-technical training. Employment Security certifies training needs, selects students, schedules classes and places graduates. GTI does the training.
4. Adult basic education -- grades 1 through 8 are offered.
5. Adult high school education -- grades 9 through 12 leading to a diploma or certificate are available.
6. General adult self-improvement courses ranging from creative arts to consumer education are also available.
7. Learning laboratories -- this lab enables a person at any educational level to further his knowledge in as many as 100 courses. In a do-it-yourself fashion, with professional guidance, using programmed materials, the student sets his own schedule and pace.

Programs are flexible. In-plant training is conducted in addition to classroom instruction. Courses located on the GTI campus may also be found in a variety of other community locations in order to provide easy access for the students.

This quick summary of the school systems and their programs (along with reference to the materials distributed at the meeting) illustrates the degree to which "service" to industry is available.

That is not to say the schools do not have problems. In the effort to serve the total community, priorities must be set. Budgets limit the degree to which the systems can serve each student in the manner each might require. Counseling and guidance programs may not be sufficient, work/study programs may not reach those most in need financially and/or for the purpose of retaining attention and interest, some students may finish school without acquiring any saleable skill.

By and large, the drop-out and the graduate without skills form the bulk of the labor force which is available to industry today. These persons make up the unemployment rolls and are the job changers who create high turnover rates. These are the persons that the system, in collaboration with business and industry, must try to reach again.

One other area of prime concern to the schools is information related to employment trends, skill needs, job opportunities, etc. Information of this nature is vital to curriculum development and to student guidance.

The fourth session in this series of meetings is scheduled for April 17. Emphasis will be placed on the special programs which have been, or are being, developed to cope with manpower and human resource development. Reaction of the business community will also be sought.

Prior to the April meeting, Mr. Holmquist, with representatives of some of the agencies and business, will begin to delineate areas in which specific action is needed with consideration for the feasibilities of that action.

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program
Greensboro, North Carolina

April 17, 1968

AGENDA

9:30 a.m. -- Coffee. Board Room, Greensboro Chamber of Commerce

9:45 a.m. -- Introductory Remarks, Henry E. Holmquist

10:00 a.m. -- Guilford County Office of Economic Opportunity. Paul Gezon, Executive Director and Staff

11:15 a.m. -- Manpower Development Center. Alfred Boyles, Executive Director

12:30 p.m. -- Lunch

1:30 p.m. -- The Proposed Greensboro Model Cities Program. John Jones, Mayor's Office

2:45 p.m. -- The Proposed Opportunities Industrialization Center. Reverend Frank Williams, Mt. Zion Baptist Church

3:30 p.m. -- Adjourn

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Greensboro, North Carolina

Meeting Notes, April 17, 1968

Discussion at the April 17 meeting focused on the existing and proposed special purpose programs which address local manpower problems and/or conditions related to manpower and training.

The Economic Opportunity Council of Guilford County was described by Paul Gezon, Director; Miss Sally Sloan, Warnersville Neighborhood Service Center; Miss Ann Flowers, Neighborhood Worker; and Harold Chilton, Manpower Specialist. Their discussion pointed out the pressing need for an overall manpower coordination program which encompasses outreach (recruitment), job development, counseling, placement, follow-up and supportive services, and attitude and skill training. In each of the programs operated by OEO, direct contact with the poor is a primary goal. The most pressing need, as expressed to OEO staff by those serviced, is jobs. The lack of a coordinated program which contains the services listed above in many cases prevents a solution to the problems of the poor. It also prevents the utilization by industry of the potential work talents of the unemployed.

The Manpower Development Center, discussed by Alfred Boyles, Executive Director, MDC, is a tool designed to fill one gap in the "manpower system." That is, in an effort to deal with attitude and motivation and upgrading in basic education, the Center was established by the North Carolina Manpower Development Center, as a demonstration project. The first cycle of operation has recently been completed.

Discussion of the Model Cities Program Proposal by John Jones, City Manager's Office, Greensboro, pointed out a number of factors related to manpower conditions in the city. The analysis of the area to be studied and serviced showed an estimated 10 percent unemployment rate for 14,000 residents compared to a 1.6 rate for the city as a whole. Lack of efficient transportation and discrimination were listed as major reasons why jobs were unavailable to many of the unemployed persons living in the area. On the other hand, many persons also need special services ranging from skill training to child care prior to meeting employment qualifications or being available for employment.

The Model Cities Proposal was submitted April 15 to the federal government for funding.

Reverend Frank Williams, Mount Zion Baptist Church, discussed the proposed Opportunities Industrialization Center for Greensboro. Patterned after successful programs in other parts of the country, particularly OIC Philadelphia, this proposed Center would seek to recruit, counsel, motivate, and provide skill training for unemployed persons. OIC places special emphasis on developing self-pride, dealing with minority issues, and developing constructive attitudes toward work. Equal efforts would be undertaken to incorporate the participation of business and industry in order to insure that programs reflect and train for current skill requirements.

OIC presently needs funds to initiate local program development.

The meeting adjourned at 3:30 p.m.

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

MANPOWER PROGRAM
Greensboro, North Carolina
June 19, 1968

AGENDA

9:30 a.m.	Coffee. Board Room, Greensboro Chamber of Commerce
9:45 a.m.	Introductory Remarks, Henry E. Holmquist
10:00 a.m.	Response from the business community -- manpower problems and programs of employers. Staff, Chamber of Commerce
12:00 a.m.	Lunch
1:30 p.m.	A Proposal for Action, John W. Bagwill
3:30 p.m.	Adjourn

THE W. E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

Manpower Program, Greensboro, North Carolina

Meeting Notes, June 19, 1968

The fifth meeting of the participants of the Greensboro Manpower Program focused on the action proposal which was distributed with the June 19th agenda.

It was announced that the series of meetings under the direction of the Upjohn Institute will end with the June session but that Mr. Holmquist will continue to work with local persons and groups for the next few months in whatever capacities might be useful. At the same time, local efforts are underway to fund and initiate the proposed Manpower Development Program of the Chamber of Commerce. The program will constitute a natural follow-up to this series of Upjohn Institute meetings.

William Little, Executive Vice President of the Greensboro Chamber of Commerce, gave a status report on the proposal citing its acceptance by the Chamber Board of Directors. Funds to cover an estimated $50,000 per year budget are to be raised entirely from business and industry. In order to provide immediate guidance to fund raising and program development, William Thee, Manager of Manpower Development, Cone Mills, has been loaned to the Chamber on a part-time basis.

Little emphasized during his status report and in the following discussion that the proposed program would have a prime goal of coordinating and developing local resources. The Chamber program is not an attempt to duplicate or supercede existing agency efforts. Instead, aggressive action will be taken to discover who is doing what and to provide a communication process between providers and users of resources and services -- business, industry, public and private agencies, and individuals.

William Thee added that the proposal offers business and industry an opportunity to respond to the many requests that they participate in and contribute to innumerable manpower programs. The proposed program would create a central focus point or forum in which the total community could participate in programs and address problems. Thee cited failure of communication between public agencies and private industries as a major problem which this program would seek to correct.

The program name, Manpower Development Division, was used as an immediate title for the proposal. It was recognized that confusion might result because "manpower development" is a part of several program and/or agency names. "Chamber of Commerce Employment Research Division" was suggested as a substitute.

Fund-raising efforts are underway at present with the goal of obtaining the necessary financial resources seeking and hiring staff, and starting the program in July. Cooperation and participation by members of this group are essential to the Chamber program's success. Therefore, efforts will be directed toward continuing your involvement.

PROPOSED
MANPOWER DEVELOPMENT PROGRAM

Purpose of Manpower Development Division

To organize a division within the Chamber structure to perform a community-wide service for manpower development.

The need for this service is obvious in light of current social events and the state of the local labor market. A total approach with direct action on the part of business and industry is required. The basis of this approach must be the development of a sense of commitment and affirmative action, with a re-examination of policies in light of changing conditions rather than "business as usual."

Objectives of Manpower Development Division

To act as a central individual source for business and industry in providing a coordinated effort among public and private agencies in guiding people who are in need of developmental programs and to aid in eradicating the frustrations of the under-employed and the unemployable.

Program for the Manpower Development Division

In order to act as a coordinating source, the staff will work with individuals and community groups representative of business and industry and/or public and private agencies to develop a variety of policies and practices. This will include such activities as the development of information and program guides for specific industries; closer cooperation between employers and manpower service agencies to bring about more effective utilization of such agencies, and determining which existing manpower programs in local industry may have applicability and transferability to other industry. Examples of the areas in which such work must be undertaken are:

I. Employment Policies

There should be a re-evaluation of fundamental policies which includes analysis of hiring qualifications, design of entry job specifications and qualifications and putting the emphasis for hiring on interviews rather than heavily on tests. In most cases, industry must determine which jobs to analyze and formally structure for workers at a low entrance level, yet include them within clearly defined advancement ladders. This would assist in eliminating dead-end jobs thereby beginning the motivation process at an early stage.

II. Training to Meet Continuing Needs for Recruiting or Retraining Employees

To insure the implementation of top management employment and personnel policies, there is a need for developing additional skills among personnel people and supervisory staff -- to deal effectively with newly-created problems including those with not only racial overtones but those relating to individuals who may have "hard core" type adjustment problems.

III. Recruitment Measures

In order to overcome the lack of belief in some areas of the community that real opportunities for job openings exist, business and industries should recruit in the neighborhoods through such agencies as the community action program centers, the welfare office, etc. Individuals who live in these neighborhoods might be hired for this purpose -- either by individual companies or a group of companies might collaborate to hire a team of recruiters. It is important to identify leadership abilities of individuals within these areas for supervisory positions. Even though the education level is low of such individuals, special programs can be initiated to train them once they are identified.

IV. Sponsors

In order to provide on-the-job support, employee coaches or sponsors should be assigned on a continuing, long-term basis, to new employees. Emphasis should be placed on coaching and orienting the new worker rather than merely "supervising" him.

V. Upgrading of Employees

Employees should be evaluated by criteria fully understood and acceptable to employees, to insure that performance is the measure of promotability. If testing devices are utilized, these tests should be professionally validated and related to successful job performance. Training is available from GTI to fit many varieties of educational needs -- from basic education to skill training.

VI. Industry Participation in Community Programs

Participation of business and industry in formal education and training programs is needed. This includes:

A. Direct involvement in job counseling with students.

B. Management participation on school boards and advisory committees. The formation of an over-all advisory committee for manpower which could be composed of members of existing boards and committees for local employment and training agencies.

C. Sharing the business world with educators and counselors -- hire school personnel during the summer, loan industry personnel to the schools and employment service, create intern programs for counselors where industry can expose them to job requirements and opportunities.

D. Establishment of work-study programs for school dropouts and near dropouts.

E. A critical need is the systematic exchange of information between business and industry and the Employment Service and schools on skills not readily available.

VII. Referral Service for Job Seekers

When dealing with job applicants who have deficiencies and can't be hired, business and industry should not simply turn such persons away. A service should be established within the Chamber of Commerce for referral to development programs that are available. A man turned away should understand why, and what he must do to qualify.

VIII. A Research Need

The Chamber should identify education and training programs, and assess them in relation to population and industry needs. This means an evaluation of a great deal of data on schools, training centers, local jobs and occupations, and population factors. The research goal is to determine program needs and provide guidelines for the establishment and/or expansion of programs.

Staff Functions

In order to carry out this program, two professional staff persons with relative clerical assistance is required. The liaison work between business and industry and agencies is essential to the development of meaningful recruitment, supportive services, and training programs. In many cases, staff work in conjunction with individual company manpower development programs will provide such companies with consultant services they may not otherwise be able to find or afford.

Staff would be able to provide assistance to business and industry, directly or through outside resources:

1. In the evaluation of hiring standards and entry job qualifications;

2. In the development and initiation of in-plant training for supervisory and personnel staffs regarding employment problems;

3. In the development of individual or inter-company recruitment programs designed to reach potential workers who may otherwise be hard to reach;

4. In the analysis of industry manpower programs which have applicability to other industries;

5. In the development and dissemination of information concerning manpower resources available to local industry.

In addition, the Manpower Development Division would endeavor to create a referral service for job seekers in cooperation with industry and public agencies. Emphasis would be placed on information concerning where to go to find a job or where to obtain training which will help individuals qualify for jobs.

It becomes obvious that development and exchange of information is a basic activity of this program. Many of the staff functions are related to availability of knowledge and data concerning training programs, job vacancies and the work force. Research is required to determine what is known or needs to be known in order to develop meaningful programs. The Chamber staff would spearhead such a research project, utilizing whatever resources are available within local universities and public agencies.

In order to effect a direct attack on the communication process, staff would design and carry out programs whereby industry representatives become involved in local action programs designed to match people and jobs. Examples would be coordination of job fairs, job counseling for students, development of a community manpower advisory committee which encompasses all local employment and training agencies as well as business and industry representation; and seminar programs for vocational counselors and guidance personnel in order to provide them with realistic knowledge about the world of work.

Overall, the program suggests the need for energetic and continuing effort to coordinate a myriad of activities and to provide a focal point for communication. The Chamber can and should undertake this effort.